

**MINUTES OF THE  
SOUTH OGDEN CITY  
COMBINED CITY COUNCIL/PLANNING COMMISSION MEETING  
Wednesday, November 25, 2014 – 6:00 p.m.  
EOC Room, City Hall**

**COUNCIL MEMBERS PRESENT**

Mayor James F. Minster, Council Members Sallee Orr, Brent Strate and Russ Porter

**COUNCIL MEMBERS EXCUSED**

Council Members Bryan Benard and Wayne Smith

**PLANNING COMMISSION MEMBERS PRESENT**

Commissioners Todd Heslop, Shannon Sebahar, Steve Pruess, Raymond Rounds, and Chris Hansen

**PLANNING COMMISSION MEMBERS EXCUSED**

Commissioners Dax Gurr and Mike Layton

**STAFF MEMBERS PRESENT**

City Manager Matt Dixon, City Attorney Ken Bradshaw, Parks and Public Works Director Jon Andersen, City Building Official Jeff Barfuss, City Planner Mark Vlasic and Recorder Leesa Kapetanov

**OTHERS PRESENT**

Ray Whitchurch, Lance Tyrrell, Julia Collins, Vedad Lelo, Jerry Cottrell and Walt Bausman

**I. CALL TO ORDER**

At 6:11 pm, Mayor James Minster called the combined meeting to order, and called for a motion to begin.

**Council Member Porter moved to begin the South Ogden City Council and Planning Commission special meeting, followed by a second from Council Member Orr. All present voted aye.**

The mayor indicated the first item of business was the annual open meeting training. He turned the time to City Attorney Ken Bradshaw.

**II. ANNUAL OPEN MEETING TRAINING**

Mr. Bradshaw informed the council and planning commissioners they should have received different options for training materials in the packet. He said he was there to answer any questions those present may have had on the training material. He also instructed the council and planning

commission members they should fill out and sign the affirmation of training and submit it to City Recorder Leesa Kapetanov before they left that evening.

Council Members Orr and Strate asked questions concerning closed meetings and ratifications, respectively. City Attorney Bradshaw answered the questions after which the mayor turned the time to City Manager Dixon for the next item on the agenda.

### **III. DISCUSSION**

#### **Discussion Facilitated by Ray Whitchurch, IBI Group With the Intent of Receiving Direction from the Council and Planning Commission on Commercial Form Based Zoning for South Ogden City**

Mr. Dixon introduced Julia Collins and Vedad Lelo from Wasatch Front Regional Council. Ms. Collins gave a short presentation (See Attachment A) on Wasatch Choice for 2040, stating it was a vision for how the region should grow, pointing out the Wasatch Front was the fastest growing region in the country. The Wasatch Front Regional Council had been given a grant in 2011 to develop tools and resources for communities to meet the vision. The grant given to South Ogden City was part of the resources provided to cities to help them grow. Ms. Collins then introduced Ray Whitchurch from IBI, who had been selected to help the city develop its form based code.

Mr. Whitchurch gave a presentation (see Attachment B) on what form based zoning was and how it worked. Form based zoning placed an emphasis on form rather than land use and more and more cities were utilizing this type of zoning. Mr. Whitchurch introduced the idea of transects. Transects were represented by the terms T1, T2, etc. He said the goal that evening was to determine what type of city South Ogden wanted to become in terms of transects (T1-T6). City Manager Dixon reminded everyone present that the form based code was only applicable to the commercial zones, not the residential zones. Lance Tyrrell, from IBI, also reminded them that the new code would concentrate on four main areas: Washington Boulevard, Riverdale Road and 40<sup>th</sup> Street. He said the first step to developing the form based zoning was to define what the vision for the city was. Council Member Strate asked why the Harrison Boulevard/Highway 89 area was not being considered. The answer was that the new zoning could be calibrated to other areas as well, but the three areas listed were what were included in the scope of the project.

Mr. Tyrrell went over the traffic counts of Washington Boulevard, Riverdale Road and 40<sup>th</sup> Street, stating that the counts were not so high as to prevent the streets from becoming pedestrian friendly. He also showed several pictures with different height buildings, asking the council and planning commission to take note of what they wanted the scale of buildings to be for the target areas. They would also be asked to determine a place type, e.g. urban center, town center, or an urban neighborhood for the areas. Another thing they needed to consider was the affect that transit had on land use around it; did they want a pass through corridor, or nodes where the transit stopped.

After Mr. Tyrrell's presentation, Mr. Whitchurch said he and Mr. Tyrrell needed direction on what the council and planning commission thought the target areas ought to be. IBI would then tailor the code to fit their vision. Council Member Porter remarked that Washington Boulevard and 40<sup>th</sup> Street should be more pedestrian friendly; Riverdale Road, however, was different. He also thought two to three story mixed use structures would work well. Others present remarked they thought T3 or T4 was appropriate for the city center. Mr. Whitchurch said everyone should keep in mind that they had to allow enough density in the area to support change; if they were to minimal, there would not be enough incentive for it to change economically.

The council and commission then discussed street islands and their effect. Sometimes medians prohibited pedestrians from being able to see what was happening on the other side of the street; however they also served as a beautification strategy and a way to calm traffic. At this point, City Manager Dixon gave the council and planning commission an update on discussions with UTA on making 40<sup>th</sup> Street a transportation corridor, whether with a street car or Bus Rapid Transit route. It would be a loop from Ogden to Weber State University, McKay-Dee Hospital, possibly Riverdale Road and back to Ogden; Mr. Dixon hoped it would create some great development potential. He

said there had been discussion on making 40<sup>th</sup> Street even wider than the originally proposed 84 feet to accommodate the added transportation route, but nothing had been finalized yet. City Planner Vlasic warned against trying to fit too much in too little space. In order to honor both transportation and pedestrian needs, you had to have enough space to accommodate both. If the space wasn't available, you should focus on having one or the other. Mr. Dixon pointed out studies proved that transit projects brought increased economic development, and having 40<sup>th</sup> Street be a part of the transit project would be a great benefit. It was also mentioned that the transportation project, the possible creation of an RDA and the developer friendly form based code would all be incentives for developers to help the area grow.

Mr. Whitchurch said the form based code would determine the look of future development and asked the council and planning commission to define what they wanted. Commissioner Pruess felt 40<sup>th</sup> Street should be T3 and Washington Boulevard between 36<sup>th</sup> and 40<sup>th</sup> should be T4 and be similar to a town center. That seemed to be the consensus of those present. There was then some discussion on Riverdale Road. It should also be T4, but it was felt that it was not a walkable type street. It was also noted that the envisioned changes would take ten to fifteen years to happen. Mr. Whitchurch pointed out that the city was building for the millennial generation. They did not think the same or want the same things as the baby boomer generation wanted. They preferred urban environments where they could live, work and play.

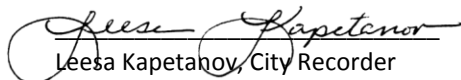
Mr. Dixon asked how it worked if an area was slated to be T3 or T4 and a developer came in and asked for a T2. Mr. Whitchurch said form based zoning allowed characteristics of each to be mixed together; it actually promoted variety. He said the next step would be to put the place type (i.e. town center) and impose it on key areas. They would then return with what they had put together to see if it encompassed the vision established for the area.

Ms. Collins then offered a small brochure (see Attachment C) that summarized the presentation given by Mr. Whitchurch on form based zoning and offered other resources.

#### IV. **ADJOURN**

Mayor Minster noted that Council Member Porter had left the meeting early so there was no longer a quorum; therefore he adjourned the meeting without a vote. The meeting ended at 8:09 pm.

I hereby certify that the foregoing is a true, accurate and complete record of the South Ogden City Combined Council/Planning Commission Meeting held Wednesday, November 25, 2014.

  
Leesa Kapetanov, City Recorder

Date Approved by the City Council

December 16, 2014

Date Approved by the Planning Commission

January 8, 2015

## **Attachment A**

Visual Presentation by Julia Collins, Wasatch Regional Council





Source: South Ogden City

## Local Planning Resource Program

### OBJECTIVES

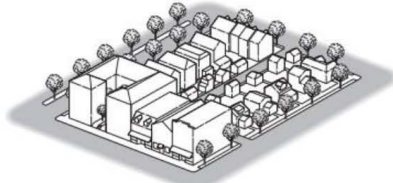
- Help communities
- Provide technical assistance for challenging planning
- Reduce regional travel demand
- Help communities use the WC2040 Toolbox





## Form-Based Code

**How form-based codes define a one-block parcel**  
Streets and building types (or mix of types), build-to lines,  
number of floors and percentage of built site frontage specified.



It's all in the details

**Template Form-Based Code  
for Centers & Corridors along the Wasatch Front**



Template, is a tool created to  
assist with local planning  
ordinance challenges along the  
Wasatch Front....

Source: 2006, Peter Katz, Steve Price. Urban Advantage

  
WASATCH FRONT REGIONAL COUNCIL

# Thank you

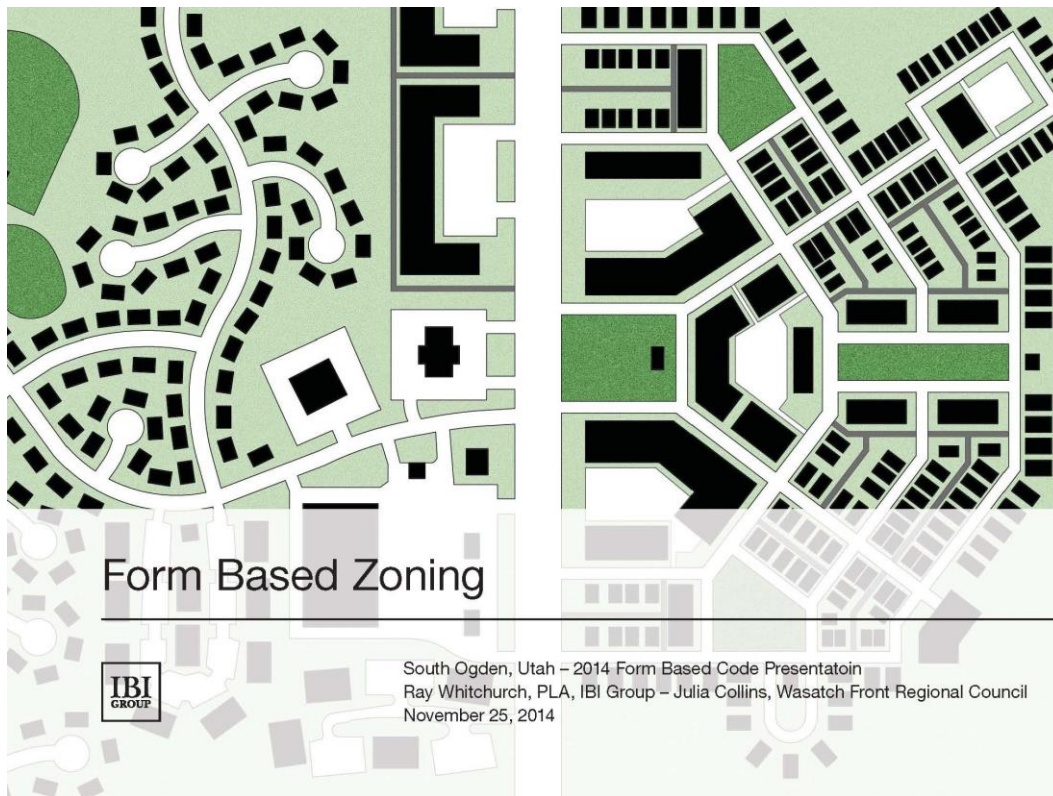
[Julia@wfrc.org](mailto:Julia@wfrc.org)

  
WASATCH FRONT REGIONAL COUNCIL  
DAVIS | MORGAN | SALT LAKE | TOOELE | WEBER

  
WASATCH FRONT REGIONAL COUNCIL

## **Attachment B**

Visual Presentation Vance Tyrrell, IBI Group



## Form Based Zoning

Form-Based Codes seek to restore time tested forms of urbanism. They give unity, efficient organization, social vitality and walkability to our cities, towns and neighborhoods.



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## Form Based Zoning

### How do Zoning Codes Affect Urban Form?

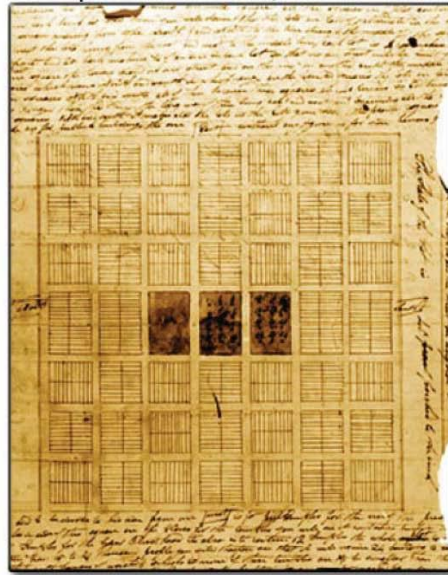
Ask a Builder...

Ask an Architect...

Ask Elected Officials...

Ask Urban Designers...

Joseph Smith - Zion Plat, Missouri 1833



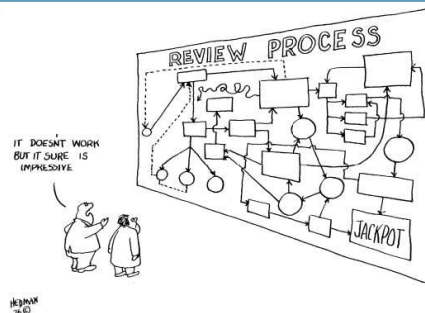
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## Form Based Zoning

### The Review Process Doesn't Work



### Why do we Worry About Growth?



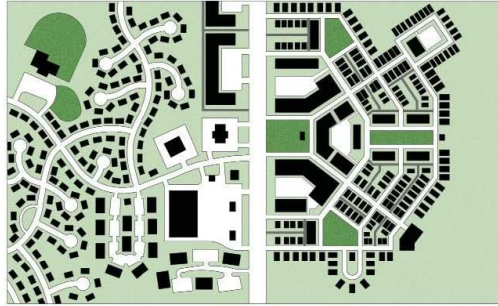
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# What are **Form-Based Codes?**

How do they differ from Euclidean Codes?



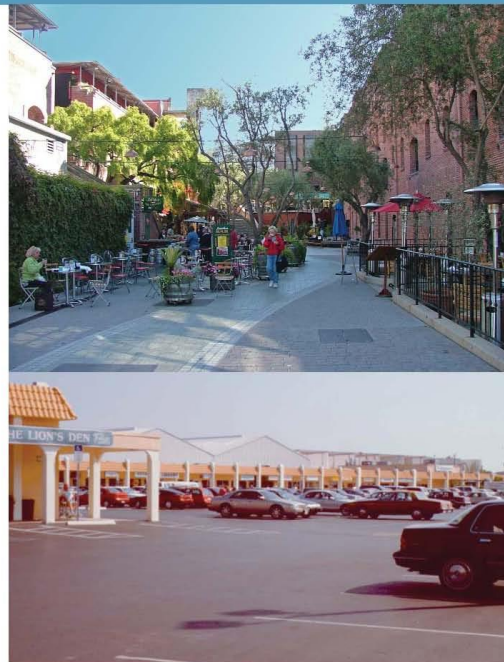
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## Form Based Zoning

These are both **RED**  
on the Zoning Map

The Code is Undefined



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## Form Based Zoning

Which do you Prefer?

Lifeless Public Realm

Comfortable Public Realm



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## Form Based Zoning

# Purpose?



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## Form Based Zoning

Euclidean = Separation

It's a Matter of Priorities



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## Form Based Zoning

Form-Based Codes are all  
about Creating Communities

- With an emphasis on form rather than use
- Uses may be integrated to create a true community



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## Form Based Zoning

### Form-Based Codes

- A relatively new name...
- For emerging regulatory techniques...
- Serves to implement the rebirth and interest in Urbanism...

### Conventional Codes

- Zoning and subdivision regulations
- Designed to separate incompatible uses
- Ideal for suburban development patterns



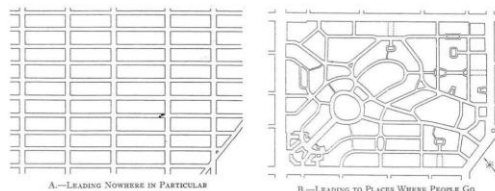
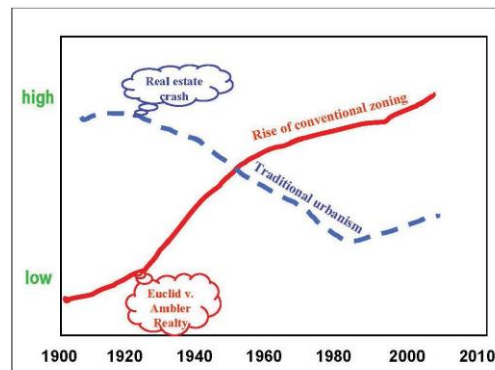
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## Form Based Zoning

### The Rise of Conventional Zoning



Clarence Perry, "Neighborhood and Community Planning," 1929

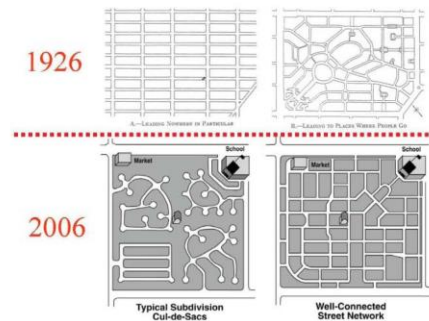
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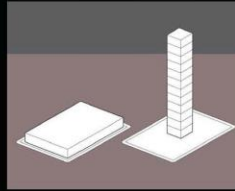


## Form Based Zoning

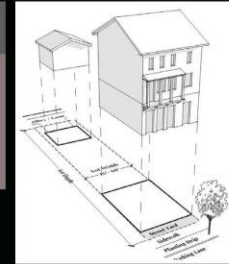
### Conventional Codes Compared to Form-Based Codes



**Conventional Code:**  
...buildings can be random



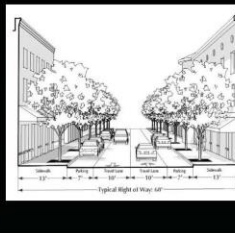
**Form-Based Code:**  
...focus on building placement



**Conventional Code:**  
...ignores streets



**Form-Based Code:**  
...includes streets



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## Form Based Zoning

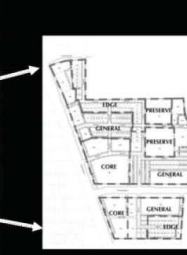
### Conventional Codes Compared to Form-Based Codes

What's Different?

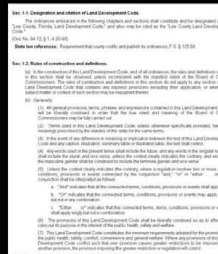
**Conventional Code:**  
...little detail



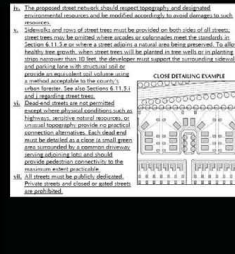
**Form-Based Code:**  
...considerable detail



**Conventional Code:**  
...mostly text



**Form-Based Code:**  
...highly illustrated



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## Form Based Zoning

### Adopted Form-Based Codes

- Salt Lake City
- Heber
- Springville
- South Salt Lake
- Clearfield
- Sandy (*in process*)
- Saratoga Springs
- Cedar City
- Iron County



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## Form Based Zoning

### Form-Based Codes

1. Form
2. Use
3. Management

*It's a Matter of Priorities*

#### 17.21.040 - Town Core (TC) Standards

|  |  |
|--|--|
|  |  |
| <b>Key</b><br>Property Line<br>Setback Line<br>Build-to Line (BTL)<br>Building Area  |  |
| <b>Building Placement</b><br><b>Build-to Line (Distance from Property Line)</b><br>Front 0' <b>A</b><br>Side Street, corner lot 0' <b>A</b><br><b>Setback</b><br>Side 0' <b>C</b><br>Rear  |  |
| <b>Building Form</b><br>Primary Street built to BTL 80% min.* <b>B</b><br>Side Street, Corner Lot built to BTL 30% min.* <b>B</b><br>Lot Width 100' max. <b>D</b><br>Lot Depth 200' max. <b>D</b><br>*Street facades must be built to BTL within 30' of every corner.  |  |
| <b>Notes</b><br>All floors must have a primary ground-floor entrance that faces the primary or side street.<br>Rear-facing buildings, loading docks, overhead doors, and other service entries are prohibited on street-facing facades.<br>Any building over 75' must be broken down to read as a series of buildings no wider than 75' each.  |  |
| <b>Use</b><br>Ground Floor Service, Retail, or Recreation, Education & Public Assembly* <b>E</b><br>Upper Floor(s) Residential or Service* <b>F</b><br>*See Table 2.1 for specific uses.   |  |
| <b>Height</b><br>Building Minimum 22' <b>G</b><br>Building Maximum 3 stories,* 45' ** <b>G</b><br>Auxiliary Building Max. 2 1/2 stories, 30' ** <b>G</b><br>Ground Floor Finish Level 12" min. above sidewalk <b>H</b><br>First Floor Ceiling Height 12' min. clear <b>H</b><br>Upper Floor(s) Ceiling Height 8' min. clear <b>H</b><br>*Up to 5 stories with approved use permit<br>** All heights measured to eaves or base of parapet |  |
| <b>Notes</b><br>Mansard roof forms are not allowed.<br>Buildings greater than 16 units must provide adequate common space for residents in the form of community rooms, roof terraces, or courtyards.<br>Any section along the BTL not defined by a building must be defined by a 2'x8" to 4'x6" high fence or stucco or masonry   |  |



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## Form Based Zoning

### Euclidean Ordinance

1. Use
2. Management
3. Form

*It's a Matter of Priorities*

| ZONING ORDINANCE  |   |
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## Form Based Zoning

### Form-Based Codes Goals

- Immersive Environments
  - Being Surrounded in an Engrossing Environment
  - Multiple Uses
  - Multiple Activities
  - Community



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## Form Based Zoning

### Euclidean Goals

- Homogenized or Contradictory Environments
- Make Uniform or Similar

Good Fences = Good Neighbors



"Visible fences make invisible neighbors."

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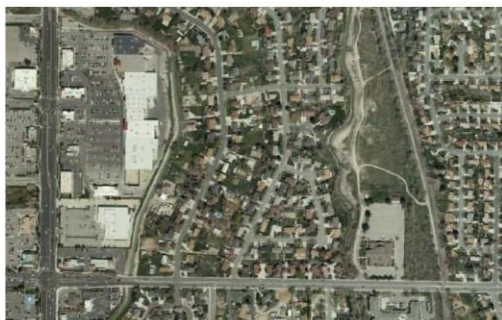
## Form Based Zoning

### Euclidean

- Separation Promotes Vehicular Activity
- Travel distances are increased requiring vehicles to get services



Arterials



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## Form Based Zoning

### Mixed-Use

vs

### Segregated Uses - Single Use Areas



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## Form Based Zoning

### Mixed-Use

vs

### Segregated Uses

A variety of standards

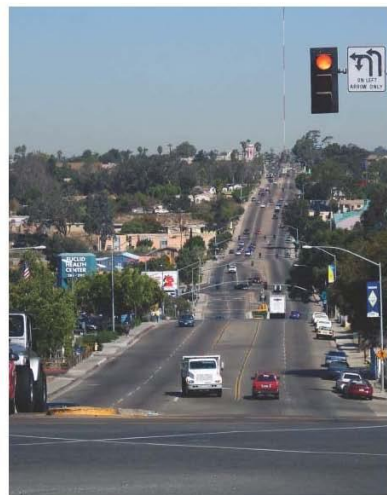
Thoroughfares  
Lighting  
Setbacks

One-Size-Fits-All

Thoroughfares  
Lighting  
Setbacks



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## Form Based Zoning

### Mixed-Use

vs

### Segregated Uses

A variety of standards

Thoroughfares  
Lighting  
Setbacks

One-Size-Fits-All

Thoroughfares  
Lighting  
Setbacks



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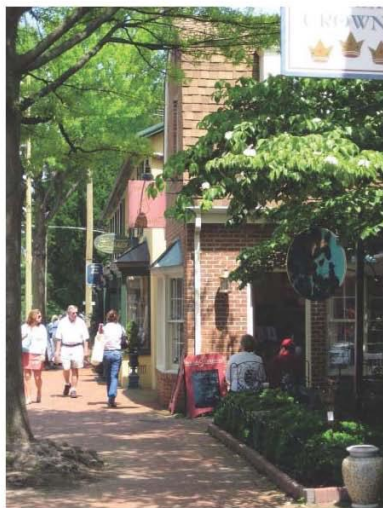
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## Form Based Zoning

### Pedestrian Priority

vs

### Parking Priority



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## Form Based Zoning

### Connected Streets

vs

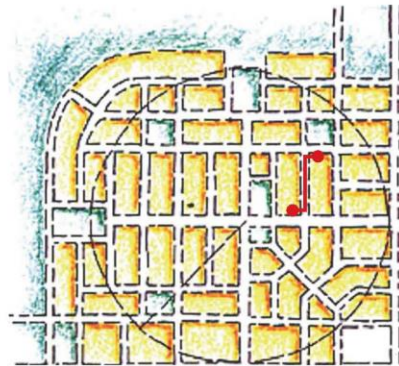
### Dendritic Streets

Walkable

Pedestrian Challenged

Friendly to All Transportation Modes

Vehicle Priority



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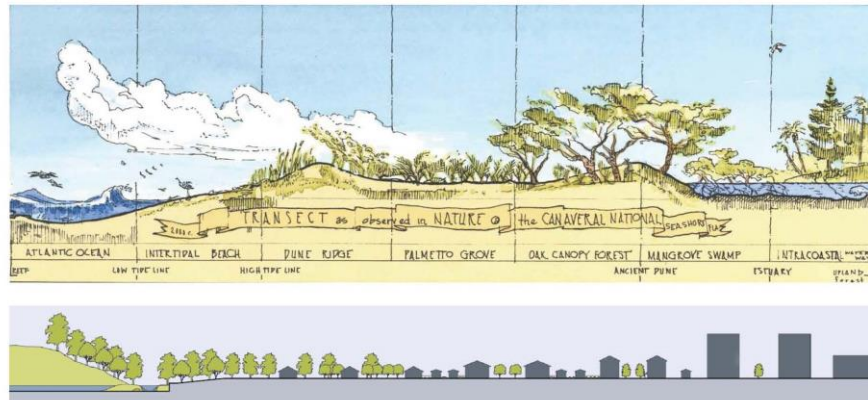
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## Form Based Zoning

### Types of Form-Based Codes

#### Transect Based

Based on a transect in nature – progression from one ecosystem to another



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## Form Based Zoning

### Transect Based



T1 – Natural  
Salt Flats



T2 – Agricultural  
Valley Farm Land



T3 – Large Lots  
Federal Heights



T4 – Smaller Lots  
Bonneville Neighborhood



T4 – Mixed-Use Neighborhood  
Corner Neighborhood Market



T5 – Mixed-Use City  
Parts of Main Street

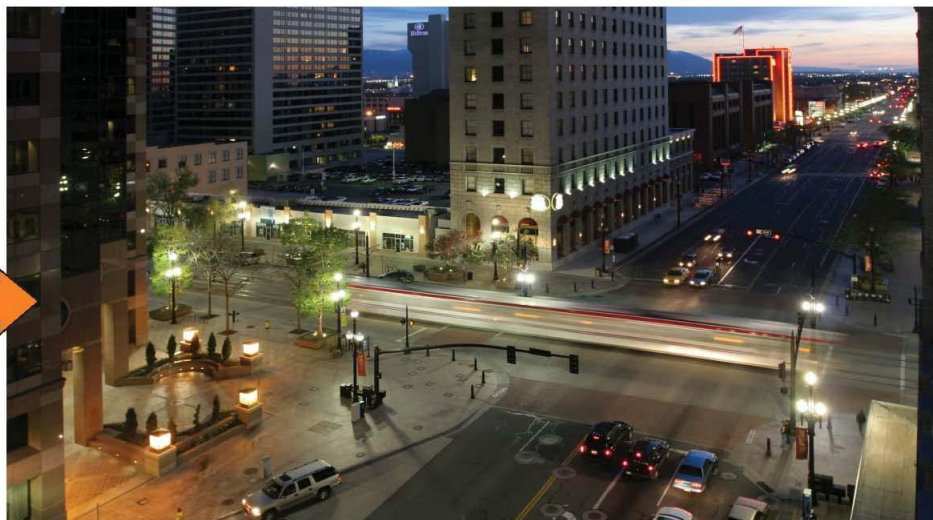


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## Form Based Zoning

### Transect Based



T6 – Downtown Salt Lake City  
City Center



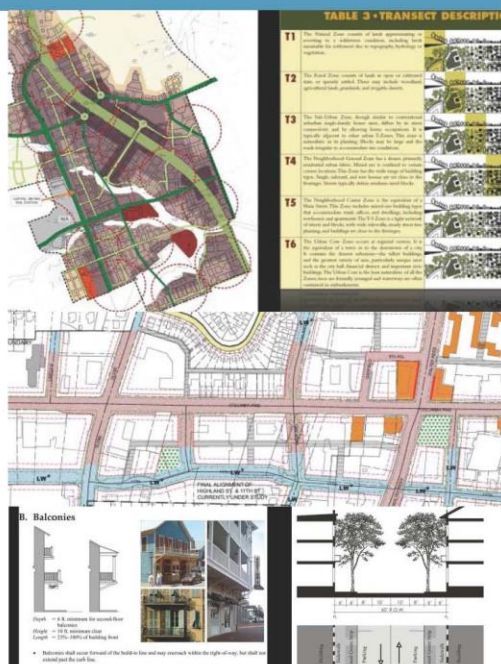
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## Form Based Zoning

### Types of Form-Based Codes

- Transect Based Codes
- Frontage Codes
- Corridor Codes
- Building Type Codes
- Thoroughfare Codes
- Transit Oriented Development (TOD)
- Hybrid Codes



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## Form Based Zoning

### Reasons for FBC's

- Prescriptive instead of proscriptive (what you want instead of what you don't want)
- Creates a more predictable design
- Fosters Public Participation
- Regulate development at specific scales
- Facilitates more complete communities
- Produces greater land-use diversity
- Enhances market flexibility
- Promotes land-use efficiency
- Streamlines the approval process

### FBC Challenges

- Resistance to changing the current pattern of development
- Non-traditional approach to current zoning
- New definitions to learn and understand
- Requires basic understanding of urban design
- More complicated to regulate

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## Form Based Zoning

### Advantages

vs

### Pitfalls

- Better at Illustrating Community Plans and Vision
- Building and Street Design are Coordinated
- Urban Form is more Predictable
- A more Gradual Transition between Adjacent Areas with Different Development Intensities is Easier to Achieve
- Can Specify the Tapering of Height, Bulk, Massing and Lot Coverage of Building Toward Residential and/or Natural Edges
- High Density Design is more Carefully Designed, Attractive and Compatible

- Cities must Consider what Approving Bodies will Administer the Code and Whether Current Review Processes and Review Bodies will be Adequate; Rarely is a Form-Based Code able to be Administered Without some Modification
- Some Cities have Legal Restrictions Against Using Illustrations to set Development Standards; in these Cases the Illustrations are used to Augment Text and Numerical Standards but are not Legally Binding
- Trained Staff
- Flexibility = Ambiguity = Challenge



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## Form Based Zoning

### No One Know's it all!

#### But Form-Based Codes are Coming

Form-Based Codes are Evolving and Adapting, but They are Here to Stay



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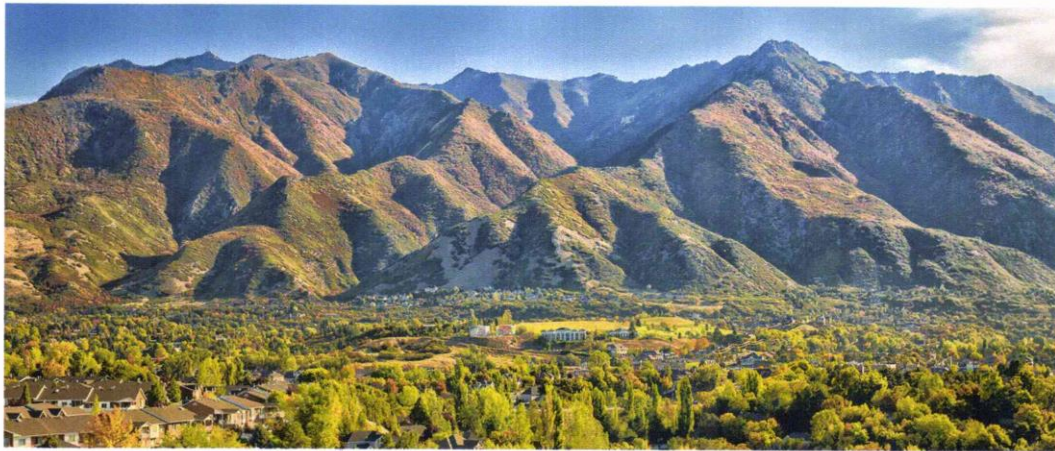
**Attachment C**  
Project Summary



WASATCH FRONT REGIONAL COUNCIL



**FORM-BASED CODES FOR SOUTH OGDEN CITY**



Source: South Ogden City

With 95 percent of South Ogden City already built out, quality future development is critical to the growth of the City. With the help of Form-Based Codes, old commercial sections have the potential to be turned into mixed-use centers which could include commercial, residential and retail uses. This information handout is a brief overview on how Form-Based Codes could be utilized in South Ogden City.

## WHAT IS A FORM-BASED CODE?

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Unlike traditional zoning codes, Form-Based Codes focus on the **form** and **design** of a place rather than the necessary **use** of a place. This in turn creates vibrant community spaces, commercial centers and pedestrian friendly streets that include sidewalks, bike lanes, street trees, facades and other street ornaments that make places more walkable and visually appealing. In traditional zoning, the focus is mainly on the land uses of the building and the uses are typically separated into residential, commercial or industrial places. With Form-Based Codes, it is the form and appearance of buildings that are the priorities which are taken into consideration first. This allows for a greater mix of uses, and greater flexibility in development and land use types.

## FORM-BASED CODE BENEFITS

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While traditional Euclidean zoning focuses on use rather than form, Form-Based Codes create communities through emphasizing the design and form. Form-Based Codes also take the surrounding neighborhood context into consideration thus supporting neighborhoods and commercial places to create desirable characteristics in form and design. In terms of implementation and administration, Form-Based Codes are much easier to use than traditional zoning and are both graphically and narratively more illustrative. While traditional zoning can give attention to design, the majority of the focus in Form-Based Codes is on design in considerable detail. Additionally, to achieve these details, Form-Based Codes include examples of what the community desires to be built at a particular location.

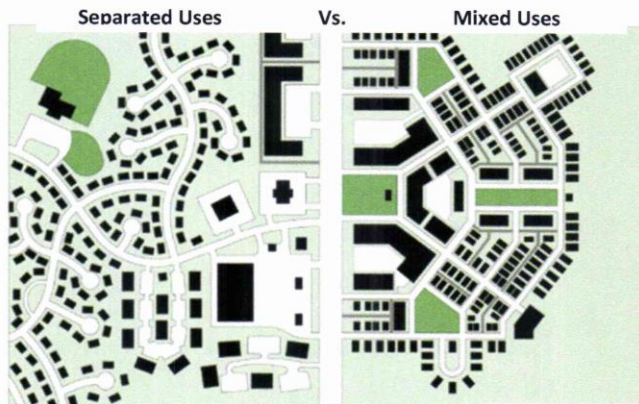
Another aspect in which Form-Based Codes play a big part in is economic development. Studies have shown that neighborhoods that tend to be walkable and with a variety of transportation choices also possess higher real estate values and continue to have better occupancy rates than traditional zoning. The emphasis on permitted uses rather than conditional uses lets developers build in less time and with less risk, and streamline the project submittal process which overall encourages investments. The burden is in the calibration and upfront creation of the Form-Based Code. However, communities feel the benefits are

well worth the extra effort upfront. Overall the benefits of Form-Based Codes can result in more concise codes that support vibrant communities and their desired development design.

## FORM-BASED CODE

### Mixed Use vs. Segregated Use

Since traditional zoning is more focused on land uses rather than place forms, segregation of land uses become a standard part of a community. Walkable and pedestrian friendly neighborhoods have a hard time fitting into these separated and segregated uses of land. When Form-Based Code zoning is used, the community creates places that are primarily focused on the form of new growth and redevelopment of these communities. With this in mind, Form-Based Codes encourage mixed uses and therefore better street connectivity.



Source: IBI Group

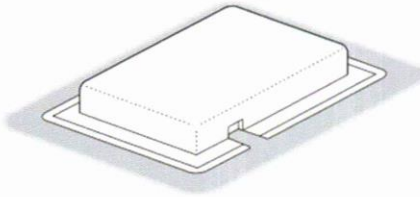
One of the other challenges that traditional Euclidean zoning unintentionally creates is a lack of street connectivity and over emphasis that moves cars and not people. With separated uses, the automobile virtually becomes the primary mode of transportation for residents, as often separated uses can be farther apart and not easily accessible by other modes of transportation. Alternatively, when we use Form-Based Codes that enhance a range of mixed uses in close proximity, other transportation modes, such as biking and walking, become much more of an option because of the higher number of connections between each use.

## Building Form vs. Building Use

When a community focuses on the the form of buildings, planners can usually expect a more predictable and consistent pattern of development in a specific place. Conventional zoning, while satisfactory, can be missing detailed design standards and additional key elements that are needed for cultivating great places. The placement of buildings to the street, street furniture, landscaping standards, trees, plants, commercial signage, and many other defined details all come together to build a specific Form-Based code that is unique to a community.

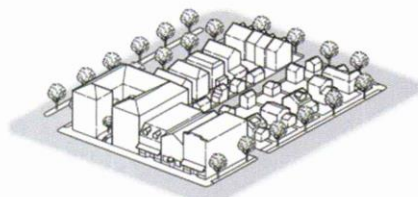
### How zoning defines a one-block parcel

Density, use, FAR (floor-area-ratio), setbacks, parking requirements and maximum building height(s) specified.



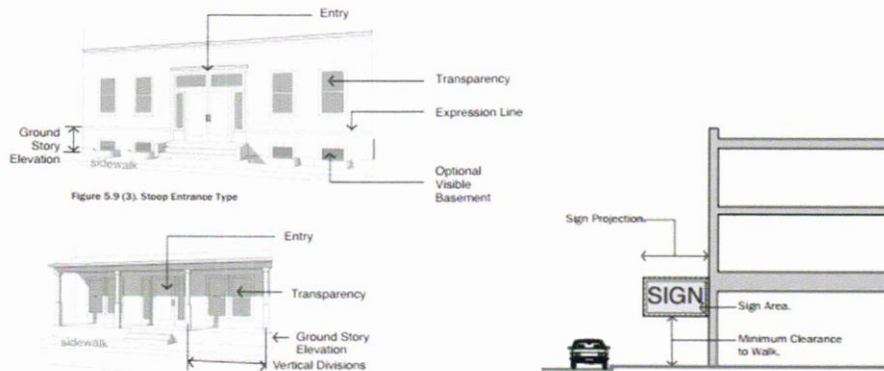
### How form-based codes define a one-block parcel

Streets and building types (or mix of types), build-to lines, number of floors and percentage of built site frontage specified.



Source: © 2006 Peter Katz and Steve Price | Urban Advantage

Specific building details are better illustrated and are easier to understand.

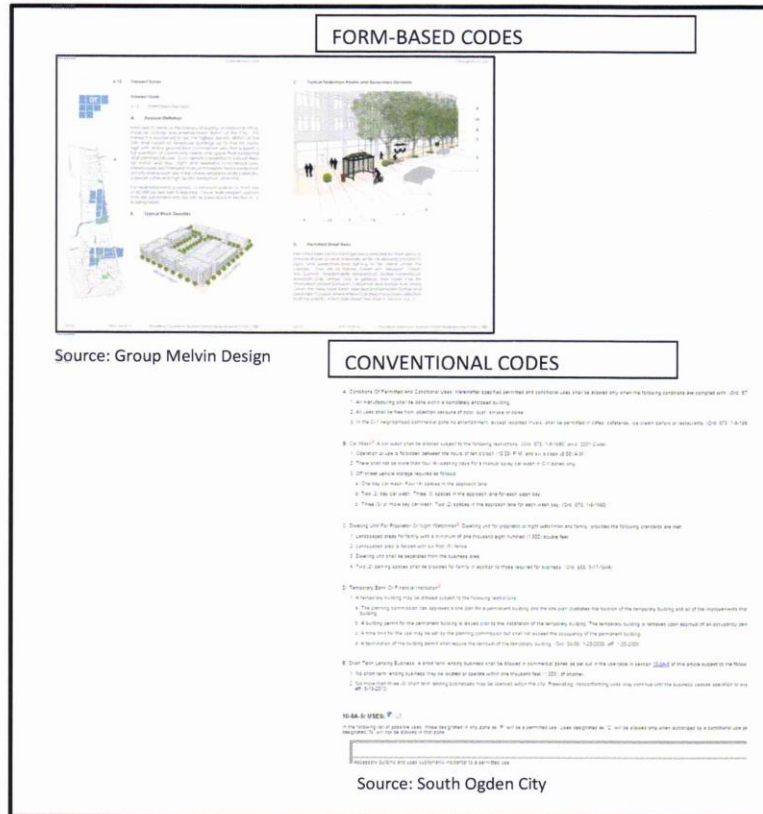


Source: Wasatch Choice for 2040 Form-Based Code Template (p.67 & 105)

## Conventional Codes vs. Form-Based Codes

While conventional codes tend to be focused on text, Form-Based codes are very visual and highly illustrated. This easy-to-use feature makes it simpler and faster for the user to calibrate and streamline their own codes. This is one of the main reasons why developers are attracted to places where Form-Based codes are used. The fast approval process and shorter review practice takes time off of the developer thus, making development reviews quicker and more efficient overall.

A basic understanding of urban design is recommended for Form-Based



Codes to be implemented at both the developer level and the city staff level. Learning new definitions and approaches to design are key to a successful application and outcome. However, the great thing about Form-Based Codes is that they are quickly becoming a “norm” for local planners and governments. So even though there are slight learning procuderres to Form-Based Codes, weighing the positives and negatives gives us a clear picture that shows Form-Based Codes being better and more useful than traditional zoning codes for our communities.

## **Wasatch Choice 2040: Elements of the Form-Based Code Manual and Template**

The Wasatch Choice for 2040 is a 30 year vision for growth that maintains a high quality of life for current and future generations along the Wasatch Front. Based on current and previous growth rates, it is anticipated that our population will almost double by 2040, and thus how we deal with this growth and still maintain the lifestyles that we love about living in Utah is one of the challenges this growth presents. The Wasatch Choice for 2040 is a regional vision based on accommodating this growth by looking to funnel the majority of it into centers and corridors. The vision also looks to provide transportation and housing options to all diverse communities now and in the future. With this vision in mind, the Wasatch Front Regional Council alongside Envision Utah, the University of Utah, Utah Transit Authority (UTA), Utah Department of Transportation (UDOT) as well as other key planning organizations and regional leaders, look to identify key planning tools that would help support implementation of the regional vision.

The Wasatch Choice 2040 toolbox created six tools under this collective partnership to help maintain and better our livability standards for those next 30 years and beyond.



The Form-Based Code Manual and Template is one of those tools to help support the implementation of the vision. This manual and template is set up to support communities who want to explore a Form-Based Code. It looks to include the specific vision and goals of the neighborhood as its underlying basis for calibrating the design and place it attempt to cultivate. This manual walks a community through a step-by-step process, and it helps with some of the initial burden by providing baseline illustrations and graphics. Additionally the manual provides a step-by-step guide on calibration and how a community's specific vision and the goals of its neighborhoods can be achieved through this type of ordinance.

## FOR MORE INFORMATION

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[www.wasatchchoice2040.com](http://www.wasatchchoice2040.com)

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